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LEGISLATIVE HISTORY

Public Law 87-65
H. J. Res. 465

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INDEX AND SUMMARY OF H. J. RES. 465

June 29, 1961 House Appropriations Committee reported H. J. Res. 465 without amendment. H. Report No. 612. Print of bill and report.

House passed H. J. Res. 465 without amendment.

H. J. Res. 465 was referred to the Senate Appropriations Committee.

Senate committee reported H. J. Res. 465 without amendment. (No written report).

Senate passed H. J. Res. 465 without amendment.

June 30, 1961 Approved: Public Law 87-65.

DIGEST OF PUBLIC LAW 87-65

CONTINUING APPROPRIATIONS, 1962. Provides temporary appropriations until August 31, 1961, to those departments and agencies, including the Department of Agriculture, whose annual appropriation bills had not yet been enacted.

Digest of CONGRESSIONAL PROCEEDINGS

OF INTEREST TO THE DEPARTMENT OF AGRICULTURE

OFFICE OF
BUDGET AND FINANCE
(For information only
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HIGHLIGHTS: Both Houses passed appropriation continuation measure.

SENATE

1. TEMPORARY APPROPRIATIONS. Both Houses passed without amendment H. J. Res. 465, the appropriations continuation resolution to make temporary appropriations until August 31, 1961, to those departments and agencies, including this Department, whose annual appropriation bills have not yet been enacted. This measure will now be sent to the President (pp. 10846-7, 10956-7). This measure had been reported earlier by the H. Appropriations Committee (H. Rept. 612) (p. 10956), and the S. Appropriations Committee (no written report) (p. 10814).
2. TARIFF RATES. The Finance Committee reported with amendments H. R. 6611, to amend the Tariff Act of 1930 so as to reduce temporarily the duty rates on purchases abroad by returning residents (S. Rept. 483). p. 10814
3. PERSONNEL. The Post Office and Civil Service Committee reported with amendment S. 1458, to authorize the Federal Government to pay the costs of the transportation of the remains, families, and effects of Federal employees who die in service in Alaska and Hawaii (S. Rept. 484). p. 10814

4. TRANSPORTATION. Agreed to the House amendment to S. 2154, to extend until September 15, 1961, authority for dual-rate contract agreements by steamship conferences. This bill will now be sent to the President. pp. 10898-9, 10905
5. LIBRARY SERVICES. Passed without amendment S. 464, to grant the consent of Congress to interstate compacts for the development or operation of library facilities and services. p. 10834
6. HORSEMEAT IMPORTS. Passed as reported H. R. 4591, to provide for the free entry of horsemeat, fresh, chilled, or frozen, when imported in immediate containers weighing, with their contents, 10 pounds or more (the bill also provides for suspension of duties on metal scrap) (pp. 10903-4). This bill was reported with amendment by the Finance Committee on June 28 (S. Rept. 480) (p. 10727)
7. LIVESTOCK LOANS. Sen. Moss submitted amendments intended to be proposed to S. 1710, to authorize the Secretary of Agriculture to make emergency livestock loans. p. 10821
8. EDUCATION. Sens. Mundt and Mansfield discussed the prospects for early enactment of legislation to continue Federal aid to schools in federally impacted areas. p. 10833
9. PUBLIC WORKS. Sen. Kerr inserted a list of projects approved by the Public Works Committee under the provisions of the Watershed Protection and Flood Prevention Act. pp. 10865-6
10. FEES AND CHARGES. Sen. McClellan inserted an article, "United States Seeks a Rise in Services Fees -- Wants More Income From Users of Its Activities." pp. 10866-7
11. FOREIGN AID. Sen. Fulbright inserted an article, "Foreign Aid Endorsement." pp. 10869-70
12. PUBLIC POWER. Sen. Moss inserted the transcript of a panel discussion of the Colorado River storage project in which it was stated that "a Federal system is essential in order to assure lowest cost power." pp. 10877-84
Sen. Bennett said that Congress "expressly intended that the private utilities should build the lines" for the upper Colorado project. pp. 10915-7
Sen. Kefauver said, "Government built and operated transmission facilities would not only save purchasers of electricity millions of dollars, but also insure the investment of the United States in the Colorado River storage project, itself." p. 10922
13. EDUCATIONAL EXCHANGE. Sen. Mundt inserted a statement on, and proposed a number of amendments to, S. 1154, to amend the Education and Cultural Exchange Act. pp. 10928-9
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HOUSE

15. TARIFFS. Passed without amendment H. R. 7678, to amend the Tariff Act of 1930 to provide for the free importation of wild animals and wild birds which are intended for exhibition or sale in the U. S. pp. 10960-1

adopt and to put into effect the Tariff Commission's findings and recommendations.

Mr. President, what I have said in regard to the glass industry and what has been said by my distinguished colleagues who have preceded me in the discussion also substantially applies in every respect to the ceramic tile manufacturing industry in this country. In my State there is one of those plants, which employs approximately 200 people. It is unable to operate at capacity and, in fact, is having a struggle to operate at all under the conditions which now prevail. Unless a remedy is given, unless there is some relief from the character and the extent of the competition facing this plant, it cannot much longer operate.

The Tariff Commission as of May 10 made a finding that foreign imports of this product have caused serious injury to the domestic tile industry. Accordingly, the Commission has recommended that duties or imports on tile be increased. I hope the President will take early and favorable action on this recommendation, also.

I shall not go into further details. The record is before the Tariff Commission. The facts now are before the President of the United States. I have indicated to the White House my views on this matter, as I am certain many other Senators have done.

Mr. President, I assert again that relief must be given. The escape clause must be made effective and must be administered so as to provide relief in these hardship cases, or else I must agree with the distinguished Senator from West Virginia that there will be great reluctance about renewing the Reciprocal Trade Agreements Act the next time the request comes before the Senate.

I should like to support the act. I know the great majority of Senators are in favor of it. We feel it is a proper policy for us to maintain. However, we cannot maintain it to the detriment of our industry to the extent that industry is being put out of business or can no longer operate at a profit. To share our market is one thing. To destroy our market or to lose it to any country abroad, for any particular product or commodity, is something we must guard against.

I thank my distinguished friend for yielding to me.

Mr. RANDOLPH. Mr. President, the comment of my colleague from Arkansas is most compelling. When he speaks of the injury being done not only to the sheet glass industry but also to the tile industry in his State there comes to my mind the opportunity I had, within recent days, to address the West Virginia section of the American Ceramic Society at Charleston. I ask unanimous consent to have printed in the RECORD at this point excerpts from the speech which I delivered on that occasion.

There being no objection, the excerpts were ordered to be printed in the RECORD, as follows:

EXCERPTS FROM AN ADDRESS BY SENATOR JENNINGS RANDOLPH, DEMOCRAT OF WEST VIRGINIA, BEFORE THE WEST VIRGINIA SECTION, AMERICAN CERAMIC SOCIETY, CHARLESTON, W. VA., JUNE 16, 1961

I regret that the tenor of my comments cannot be entirely pleasant tonight, and here I refer to the virtual decimation of some segments of the ceramics industries by unfair foreign competition.

During most of today I have been participating at Beckley in an area redevelopment conference which was addressed by Secretary Hodges. There we were primarily concerned with the problems of our State which have been generated by automation and other technological and structural changes in our economy.

The difficulties of some of the industries represented in your society—particularly the pottery and sheet glass industries—are equally as acute as are those of coal, though emerging from different causes.

Earlier this week I was visited in my office by a member of your society, Mr. Arthur Wells of the Homer Laughlin China Co. The information he related to me—of a 50-percent reduction in employment of his firm in the past 8 years, of the unfair competition of the Japanese cartel which has an average labor cost of 30 cents an hour or less, and of the number of American pottery firms which have been driven to the wall in recent years—such facts make a somber story. And it is my understanding that the sheet and window glass industry could offer similar evidence.

I have not, of course, been unaware of such conditions. As a member of the Select Committee on Small Business of the Senate, and chairman of its Subcommittee on Relations of Business with Government, I have been deeply concerned with the economic well-being of small businesses. And during 1960 our subcommittee conducted quite extensive hearings on the impact of imports on small business. Yet even with such background knowledge, one experiences a certain shock when confronted with new and vivid examples of the decline of a modern and efficient industry. I might state in passing that I brought this problem to the attention of Secretary Hodges at the West Virginia delegation breakfast yesterday, and I shall pursue it with him further.

Now, I am not a trade restrictionist. I am in support of the Reciprocal Trade Agreements Act, and I endorse closer economic relations with the other free nations of the world. But I am a realist, and I have serious reservations about the prospects for Senate renewal of the Reciprocal Trade Act next year if certain adjustments in critical areas are not made before then.

This is unquestionably one of the most difficult and complex problems in the field of national policy. For our relations with each nation and the impact on each of our industries must be analyzed and appraised separately, and yet decisions taken with regard to one segment of our economy have repercussions far beyond the immediate industry itself.

In the total volume of our international trade, our merchandise trade surplus—the balance of exports over imports—has been maintained for several months at a level of \$500 million a month or more. But such knowledge is small consolation to the individual businessman who finds himself gradually strangled by competition with sweatshop labor. I mention the overall balance to indicate the impracticality of our ever again entering the vicious circle of protectionism which prevailed three decades ago, for we would inevitably lose much more than we would gain from such a move.

We must, therefore, search for flexible and effective means of bringing relief to industries which are endangered by unfair foreign competition. President Kennedy has remarked that since the benefits of international trade accrue to the Nation as a whole, the burden of unfair foreign competition should not be borne solely by the industries and firms affected. This is a position which I thoroughly endorse, but devising a practical means for implementing it is no simple task.

Yet it is a task to which the Select Committee on Small Business has devoted much thought and attention, and an issue on which we made several specific recommendations in our report at the close of the 86th Congress. Before mentioning these recommendations, however, I would refer to one source of Federal assistance which I believe has not been sufficiently utilized by many small business concerns.

Under section 9 of the Small Business Act of 1953, the Administrator is authorized, and I quote: "To consult with representatives of small-business concerns with a view to assisting and encouraging such firms to undertake joint programs for research and development carried out through such corporate or other mechanism as may be most appropriate for the purpose. Such joint programs may, among other things, include the following purposes:

"A. To construct, acquire, or establish laboratories and other facilities for the conduct of research;

"B. To undertake and utilize applied research;

"C. To collect research information related to a particular industry and disseminate it to participating members;

"D. To conduct applied research on a protected, proprietary, and contractual basis with member or nonmember firms, government agencies, and others;

"E. To prosecute applications for patents and render patent services for participating members; and

"F. To negotiate and grant licenses under patents held under the joint program, and to establish corporations designed to exploit particular patents obtained by it."

In all of these fields of activity, the program, if approved by the Administrator, would be exempt from the prohibitions of antitrust laws.

Now I am not sufficiently informed on research and development activities within the ceramics industries to appraise adequately the value of this section of the Small Business Act in relation to your problems. However, I would suggest that your society, representing most of the technical people in your industries, would be a proper forum in which to initiate discussion and inquiry into the utilization of this provision of the act. And I would, of course, be most pleased to facilitate the development of a joint program with the Small Business Administration if the occasion should arise.

It is my understanding that yours are modern and efficient industries. And while you may reap considerable benefits from a joint research and development program, this would presumably not solve the problem of unfair competition from abroad. Therefore, to turn now to the recommendations of the Small Business Committee, for which we expect to receive sympathetic and positive consideration from Congress as well as the administration.

We have recommended that Congress consider amending section 7 of the Trade Agreements Extension Act of 1951 in order to permit the President greater flexibility and discretion in proclaiming a rate of duty different from that recommended by the Tariff Commission. This seems especially impor-

tant in light of the Commission's record of granting relief to only two out of 28 escape-clause petitions during a period of about 2½ years.

We have also recommended continued exploration of foreign wage levels as a base for quota provisions. This is a difficult area of investigation because of such nonwage factors as family allowances, housing, and annual bonuses which comprise part of the total labor cost in some countries. However, work in this field is proceeding in our own Bureau of Labor Statistics and in the International Labor Office.

The committee further recommended that all agencies of government concerned with foreign trade should make every reasonable effort to prevent sharp and unusual increases in the importation of certain items, in order that the affected domestic industries might have adequate opportunity to make gradual and orderly adjustment.

But despite these preventive measures, some firms are inevitably and seriously injured. As direct assistance to injured industries our committee has suggested the establishment of market research and technical data facilities tailored to the particular problems of the individual firm, vocational retraining programs for displaced workers, and relocation allowances for properly certified unemployed workers whose skills are needed in another section of the country and who desire to move there.

Some of these measures have been provided for in the Area Redevelopment Act, and still more will be incorporated in the proposed Manpower Development and Training Act which will probably be enacted this session.

To sustain the individual business our committee also recommended a new category of trade injury loans for preferential treatment by the Small Business Administration. The usual rate of interest on SBA loans is 5½ percent; on disaster loans administered by the agency it is 3 percent; for the new category it would be 4 percent.

Finally, we recommended an accelerated rate of amortization for plant and equipment expenditures necessitated by foreign competition.

None of these provisions, taken singly or in combination, will provide an ideal solution to this most vexing problem. Yet they are indications of the concern of Congress and the direction which our thinking is taking. Although we must not allow ourselves the luxury of punitive actions against other countries, neither can we allow the continuous drain of tax revenue from domestic loss of production, the erosion of opportunities within our local communities and the terrible attrition of the skills and the morale of our working people.

With the application on a wider scale of the perserverance and discriminating intelligence which first brought our ceramics industries to a position of world leadership and prosperity, I believe that we can solve these problems also.

Mr. JOHNSTON. Mr. President, will the Senator yield?

Mr. RANDOLPH. I yield to my able colleague from South Carolina.

Mr. JOHNSTON. Mr. President, I have been very much impressed by what the Senator from West Virginia and what the senior Senator from Arkansas have had to say. We are beginning to feel the effects of the program in South Carolina very much. Textile goods are coming into the United States which are made with cheap labor and raw materials which can be bought in the United States at cheap prices. For instance, cotton can be bought at 6 or 8 cents a pound cheaper in a foreign country than

by a manufacturer in the United States. These countries have also been helped as to buying machinery by our Federal Government. Something must be done in this field.

I could speak along the same line with regard to the plywood industry. We can not meet the type of competition being offered.

In the past there have been efforts to provide quotas or to raise duties. The situation has become so serious that it is almost impossible to provide the proper amount of duty for bringing in a product. However, we can provide quotas. For instance, Japan has agreed to quotas on textiles, realizing the seriousness of the situation.

The Senator from West Virginia and I both know that voluntary quotas will not be large enough to really meet the serious situation we face at the present time. I join with the Senator in bringing this to the attention of the State Department. It seems to me that perhaps the State Department is looking after the interests of other countries instead of looking after the interests of America and of the American people. For that reason, we in the Senate may have to take a good look at any proposal they bring to the Congress to ratify some of the actions they are taking. I, for one, intend to scrutinize very carefully every one of the bills which come to the Senate having to do with regulating quotas or putting on duties, either lowering or increasing them.

I wish to have the State Department know that at this time.

Mr. RANDOLPH. Mr. President, the observations of the Senator from South Carolina go directly to the point which we have discussed. There is considerable evidence that what the Senator indicates as a fear is actually now in process.

Mr. President, I conclude by indicating what has been spoken by other Senators—by the Senator from Arkansas [Mr. McCLELLAN], the Senator from Ohio [Mr. LAUSCHE], and the Senator from South Carolina [Mr. JOHNSTON]—that generally Senators like to be in accord with the philosophy of the Reciprocal Trade Agreements Act. However, Senators are very forthright in indicating that when the trade agreements act is brought to Capitol Hill for renewal next year, action taken under the escape clause such as we have been discussing today will have a real bearing on the attitude which Senators will take at that time.

I wish very much to support the renewal of the Reciprocal Trade Agreements Act when it comes before us in 1962. That is my genuine desire. Yet I have said today that there will be a reluctance to do so unless there is demonstrated in the meantime a greater recognition of and effort to solve the problems of our domestic industries.

I believe I sense the feeling that Senators will reluctantly, if at all, move forward in the area of renewal without recognition of the hardship cases.

In this specific instance relating to the glass industry we hope the President of the United States will act to

place into effect the unanimous decision of the Tariff Commission.

Mr. HUMPHREY obtained the floor.

Mr. HAYDEN. Mr. President, will the Senator yield?

Mr. HUMPHREY. I yield to the distinguished chairman of the Committee on Appropriations, who has a joint resolution of considerable importance to submit to the Senate.

JOINT RESOLUTION MAKING CONTINUING APPROPRIATIONS FOR THE MONTHS OF JULY AND AUGUST 1961

Mr. HAYDEN. Mr. President, I ask unanimous consent for the immediate consideration of House Joint Resolution 465, the joint resolution making continuing appropriations for the months of July and August.

The PRESIDING OFFICER. The joint resolution will be stated by title.

The LEGISLATIVE CLERK. A joint resolution (H.J. Res. 465) making continuing appropriations for the fiscal year 1962, and for other purposes.

The PRESIDING OFFICER. Is there objection to the request of the Senator from Arizona?

There being no objection, the Senate proceeded to consider the joint resolution.

Mr. HAYDEN. Mr. President, the joint resolution is of the usual type in order to make provision for continuing in operation the functions of Government for which annual appropriations for fiscal year 1962 have not been enacted.

The joint resolution will continue in effect until August 31, 1961. It covers the following appropriation bills: Legislative Branch Appropriation Act; General Government Matters, Department of Commerce, and Related Agencies Appropriation Act; Independent Offices Appropriation Act; Department of Agriculture and Related Agencies Appropriation Act; Department of Defense Appropriation Act; Departments of Labor, and Health, Education, and Welfare Appropriation Act; Department of the Interior and Related Agencies Appropriation Act; Departments of State and Justice, the Judiciary, and Related Agencies Appropriation Act; and the Treasury-Post Office Appropriation Act.

In those instances where an appropriation act has not passed either body, such as the Atomic Energy Commission, the Bureau of Reclamation, and several others enumerated in the joint resolution, authority is granted for continuing during these 2 months activities which were conducted in the fiscal year 1961 at the current rate or at the rate provided in the budget estimate, whichever is lower.

The mutual security program has not been authorized as yet. The joint resolution will provide for the mutual security programs, \$485 million for these 2 months, which is the amount suggested by the Bureau of the Budget.

The area redevelopment program has been provided with \$400,000 for this 2-month period. This will continue the depressed areas program during July and

August at the current rate during the last week in June.

The PRESIDING OFFICER. The joint resolution is open to amendment. If there be no amendment to be proposed, the question is on the third reading and passage of the joint resolution.

The joint resolution (H.J. Res. 465) was ordered to a third reading, was read the third time, and passed, as follows:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated out of any money in the Treasury not otherwise appropriated, and out of applicable corporate or other revenues, receipts, and funds, for the several departments, agencies, corporations, and other organizational units of the Government, namely:

SEC. 101. (a) (1) Such amounts as may be necessary for continuing projects or activities (not otherwise specifically provided for in this joint resolution) which were conducted in the fiscal year 1961 and for which appropriations, funds, or other authority would be available in the following appropriation acts for the fiscal year 1962:

Legislative Branch Appropriation Act;
General Government Matters, Department of Commerce, and Related Agencies Appropriation Act;

Independent Offices Appropriation Act;
Department of Agriculture and Related Agencies Appropriation Act;

Department of Defense Appropriation Act;
Departments of Labor, and Health, Education, and Welfare Appropriation Act;

Department of the Interior and Related Agencies Appropriation Act;

Departments of State and Justice, the Judiciary, and Related Agencies Appropriation Act; and the

Treasury-Post Office Appropriation Act.

(2) Appropriations made by this subsection shall be available to the extent and in the manner which would be provided for by the pertinent appropriation Act.

(3) Whenever the amount which would be made available or the authority which would be granted under an Act listed in this subsection as passed by the House is different from that which would be made available or granted under such Act as passed by the Senate, the pertinent project or activity shall be continued under the lesser amount or the more restrictive authority.

(4) Whenever an Act listed in this subsection has been passed by only one House or where an item is included in only one version of an Act as passed by both Houses, the pertinent project or activity shall be continued under the appropriation, fund, or authority granted by the one House, but at a rate for operations not exceeding the current rate or the rate permitted by the action of the one House, whichever is lower: *Provided*, That no provision which is included in any appropriation Act enumerated in this subsection but which was not included in the applicable appropriation Act for the fiscal year 1961, and which by its terms is applicable to more than one appropriation, fund, or authority, shall be applicable to any appropriation, fund, or authority provided in this joint resolution unless such provision shall have been included in identical form in such bill as enacted by both the House and the Senate.

(b) Such amounts as may be necessary for continuing projects or activities which were conducted in the fiscal year 1961 and listed in this subsection (1) at a rate for operations not in excess of the current rate or the rate provided for in the budget estimate, whichever is lower, or (2) in the amount or at the rate specified herein:

Atomic Energy Commission;

Department of Defense—Military Construction;

Civil Functions—Department of the Army; Department of the Interior activities:

Bureau of Reclamation;

Bonneville Power Administration;

Southeastern Power Administration;

Southwestern Power Administration;

Tennessee Valley Authority;

Export-Import Bank;

United States Study Commission—South-east River Basins;

United States Study Commission—Texas; District of Columbia;

Administration, Ryukyu Islands;

Area Redevelopment Programs, administrative expenses, \$400,000;

Mutual security programs, \$485,000,000, to be expended in accordance with provisions of law applicable to such programs during the fiscal year 1961 and at a rate for any individual program not in excess of the current rate therefore: *Provided*, That not to exceed \$1,400,000 of the appropriation for "Special assistance, special authorizations", granted in the Mutual Security and Related Agencies Appropriation Act, 1961, shall remain available in accordance with section 102 of this joint resolution; and

Payment to the Federal extended compensation account, \$45,000,000.

(c) Such amounts as may be necessary for continuing projects or activities which are disbursed by the Secretary of the Senate, and the Senate items under the Architect of the Capitol, to the extent and in the manner which would be provided for in the budget estimates for the fiscal year 1962.

SEC. 102. Appropriations and funds made available and authority granted pursuant to this joint resolution shall remain available until (a) enactment into law of an appropriation for any project or activity provided for in this joint resolution, or (b) enactment of the applicable appropriation Act by both Houses without any provision for such project or activity, or (c) August 31, 1961, whichever first occurs.

SEC. 103. Appropriations and funds made available and authority granted pursuant to this joint resolution may be used without regard to the time limitations set forth in subsection (d) (2) of section 3679 of the Revised Statutes, as amended, and expenditures therefrom shall be charged to the applicable appropriation, fund, or authorization whenever a bill in which such applicable appropriation, fund, or authorization is contained is enacted into law.

SEC. 104. No appropriation or fund made available or authority granted pursuant to this joint resolution shall be used to initiate or resume any project or activity which was not being conducted during the fiscal year 1961. Appropriations made and authority granted pursuant to this joint resolution shall cover all obligations or expenditures incurred for any project or activity during the period for which funds or authority for such project or activity are available under this joint resolution.

Mr. HUMPHREY. Mr. President, as I stated, the joint resolution is a subject of rather urgent importance, in that it deals with the matter of continuing the activities of the Government of the United States, since we are facing the end of the fiscal year.

U.S. DISARMAMENT AGENCY FOR WORLD PEACE AND SECURITY

Mr. HUMPHREY. Mr. President, today the President of the United States is sending to Congress a proposal to create a new agency entitled "The U.S. Disarmament Agency for World Peace and Security."

This proposal represents much more than the creation of a new bureau or agency in the executive branch of our Government. It represents in a tangible manner the restatement of a fundamental objective of our national policy—the securing of a just and enduring peace.

The basic outlines or objectives of the proposal submitted by the President have been discussed in the Congress and throughout the Nation by many spokesmen in recent years. The previous administration acknowledged the importance of special emphasis upon disarmament by selecting and appointing a limited number of certain officials to give special attention to this vital part of our foreign policy. However, the proposal of President Kennedy seeks to give priority attention and special meaning to our disarmament efforts by the establishment of a separate agency created by the Congress as an expression of our national will and purpose.

The introduction of the proposed legislation, which I shall present today on behalf of myself, the Senator from Alabama [Mr. SPARKMAN], the Senator from Wisconsin [Mr. WILEY], and the Senator from Kentucky [Mr. COOPER], offers an opportunity to say a few words about the need for the proposed new agency, and to reflect on our policy relating to disarmament and national security.

Mr. President, I shall not yield during my remarks, because I wish to make a full statement. At the conclusion of my remarks I shall then yield for whatever questions any Senator may wish to ask.

We all recognize that the United States represents freedom and the Soviet Union represents the Communist bloc and we are engaged in a long and vital political, economic, and ideological struggle. Mr. Khrushchev, the Soviet leader, has made this manifestly clear in his repeated challenges and his assertion that the Communist way would triumph and they—the Soviets—would bury us. We have accepted that challenge and we seek to complete this contest within the area of peaceful competition. We accept the challenge with confidence of victory, a victory for humanity, a victory for the independence of nations, a victory for the freedom of mankind. We are unafraid but we are terribly concerned lest the struggle which manifests itself in the growing armaments race may burst further into the catastrophe of nuclear war. The continuous and costly buildup for armaments is within itself a threat to peace. This massive buildup seems to know no limits and is almost certain to lead to conflict and disaster unless there is a massive effort, yes a Herculean effort, to deflect the arms aspect of this struggle to reduce the arms, yes to disarm and to divert the vast resources presently going into armaments to more constructive and less explosive channels.

Yesterday I commented in the Senate briefly as to what I thought was developing in the struggle between the Soviet Communist bloc and the free nations. I am not a pessimist. While we have our troubles, and while the Soviet

Union and its satellites are frequently able to cause great turmoil and put the pressure on, so to speak, we ought not to underestimate their difficulties, even as we objectively examine our difficulties and our limitations. The Soviet Union today has internal trouble in its economy. It is facing an agricultural collapse in the Soviet Union and in its empire. There are shortages of food, proteins, fats, oils, and cereals. The Soviet Union is having great difficulties in its own empire, with open disaffection and almost rebellion in Albania, with trouble in Rumania, and facing constant trouble in Poland. There are plenty of troubles in the Soviet bloc. I repeat in the Senate what I have said on other occasions—that the greatest single defeat the Soviet Union has suffered was on the continent of Africa. It had planned a takeover this year. But a United Nations force, with all its limitations, its obvious weakness, and at times with uncertainty, supported by the will of peaceful nations, has been able to thwart Soviet ambitions and intentions on the continent of Africa.

All is not well with the Communist bloc. The Communists have made very few gains in terms of being able to tie down real gains and achievements.

Today Asia is not more communistic. The countries of Asia that have not been taken over openly by Red arms are developing a viable economy and institutions of freedom. They not only survive, but they grow in strength.

So I say to my fellow Americans: "Do not feel as if all the problems are ours and that all the difficulties fall upon us. There are difficulties in the Communist camp."

I believe that what this Nation needs above all today is a sense of confidence. What this country needs and what our allies need is a reappraisal of our genuine strength. We represent 75 percent of the wealth of the world. We represent the greatest industrial capacity that the world has ever known. If we add the industrial capacity of the United States, Canada, Western Europe, and Japan, I submit that the world has never seen anything like it, and that the Communist empire fades into insignificance. We are stronger in science and technology and stronger in per capita income and in resources and in wealth and in industrial production. We can be stronger in every way if we have the will and the determination.

We do not stand alone. We have strong allies. We have great power on our side—political power, economic power, moral power, and military power. Let Mr. Khrushchev know that with all his threats and challenges we remain unafraid, as I shall express in this message today.

We have seen the storm clouds of war rise over Laos. They are still there and that unfortunate country with its brave and industrious people are not yet free from the military struggle in which the free and Communist worlds are engaged. More ominous storm clouds now gather over Berlin and cast their shadows throughout all of Europe, both in the Eastern and Western sectors. If war comes, it will engulf us all. There will

be no place to hide—no haven of safety. The stakes in Berlin are high and we will not relinquish our responsibility to protect the freedom of Berlin or give up our rights of access to and presence in West Berlin.

As the President has stated, we are prepared to negotiate in order to find an honorable and equitable solution of the political problems which cause such tensions in central and eastern Europe. The answer to these problems is to be found in the postwar agreements between the Allies of World War II, free elections, self-determination, and noninterference by the major powers.

The freedom of West Berlin is not negotiable, but a free Berlin within a united Germany is negotiable.

President Kennedy again offered to negotiate on a peaceful settlement of the German issue but on the basis of German self-determination.

At a later date I intend to have more to say about the Berlin issue. I wish to make crystal clear, so that there will be no doubt as to this Senator's position, that once we take a firm position about the freedom of West Berlin and our rights and our commitments to the people of Berlin, we run the risk of armed conflict. However, to be unwilling to run that risk would make negotiation meaningless. I do not believe that negotiations can be conducted in an atmosphere of uncertainty or weakness. They must be conducted only on the basis of willingness and determination to do what we know must be done, once we give commitments and make promises and give assurances to friendly people.

This pledge of self-determination was given by the Soviet Union following World War II. It is the heart of an agreement signed by the U.S.S.R., Great Britain, France, and the United States. Soviet colonialism in eastern Europe, Soviet imperialism in East Germany are a source and cause of the so-called Berlin problem. There is no solution to Berlin—to the rights and the responsibilities of the wartime Allies and to the rights and responsibilities of the German people until a divided Germany is given the right of self-determination as to its future.

I believe it is imperative that the spokesmen of the free world make it crystal clear that the Berlin issue, as our President pointed out yesterday, is one which is being manufactured, contrived, and designed by the Soviet leaders, as they abrogate and as they deny their own commitments and their own assurances and their own agreements which they signed and to which they pledged themselves.

There is no reason for the free world to be constantly put on the defensive when there is much that needs to be said and can be said and done by a united free world.

In such a dangerous age there are many who scoff at prospects for disarmament. In fact, they say it is ridiculous to even talk about it. There are those who doubt that enough sanity and reason exist on the Communist side to see the folly of constantly and deliber-

ately leading the world to the brink of war. And we must admit that today the prospects for agreement on disarmament are not bright. The Soviets do not appear to want to negotiate as much as they want to propagandize and rattle the hammer and sickle. But the entire point of the bill I am introducing today is that preparations for disarmament negotiations must be made in all kinds of political atmosphere. In other words, we can waste no time. We must be prepared under all circumstances. If we want to make progress toward curbing the weapons of war our efforts must be continuous. They must be grounded in solid research and study of all kinds—the technical, military, and the political. The world outlook may change. The Soviets may show a genuine interest in real and substantial disarmament with adequate controls and a willingness to settle disputes peacefully and without a resort to threats and to the use of force.

I repeat, Madam President, there is nothing so permanent in the world as change. The power relationships which exist today may be entirely different 5 years from now. Only a few days ago the Prime Minister of Japan was in the Senate Chamber as an ally and as a friend, and was applauded by the Senate. I am delighted, because Japan is a great nation, and the Japanese are great people, and we look upon them as great leaders in the cause of world peace and world justice.

Sixteen years ago Japan was our mortal enemy. Is it not interesting and is it not paradoxical that the enemies of yesterday are the staunch allies of today? Is it not something to behold to see Chancellor Adenauer and General de Gaulle working out the problems of Europe, as they see the answers? German troops are training in France. German troops are training in Great Britain. So many changes take place. I say that in the world we live in, where new powers are surging to the front, we must be prepared for any eventuality. There may well be a shift of position, and there could easily be. Certainly we hope there will be a change of attitude on the part of some of the intransigent and belligerent and arrogant powers. I am hopeful that the Soviets may some day show, as I said, a genuine interest in real, substantial arms control.

Disarmament is not merely a matter for diplomats at a negotiating table; it is a subject for scientists and technicians also. Let that be clear. Disarmament that involves modern weapons will require an intricate system of inspection and international controls requiring the most sophisticated electronic, acoustical, magnetic, and other scientific devices.

Disarmament brings into full focus the interrelationship and the interdependency of diplomacy and science. Therefore, our preparations must be continuous, constant, up to date, and ever more reliable. Therefore, disarmament is a demanding task. Disarmament is full-time work. It cannot be undertaken by half-hearted, part-time efforts.

As we engage in these negotiations we ought to recognize that we are talking about life and death itself. We must

To be dental directors

John W. Holt
Thomas J. Riley, Jr.
Francis W. Pomije

To be senior dental surgeons

Robert C. Likins	John M. Frankel
Charles J. Gillooly	William J. Putnam
Tyler C. Folsom, Jr.	Harry W. Bruce, Jr.
William J. Braye	Frank W. Nelson
Samuel S. Herman	Lawrence J. Stanwich
Paul H. Keyes	

To be dental surgeons

Jack D. Robertson	Bill J. Brady
Herbert Swerdlow	Winston W. Frenzel
A. Fogle Godby	Kenneth C. Potter

To be senior assistant dental surgeons

Warren V. Judd	William L. Knudson
John R. Stolpe	Richard K. Fred
Jim D. Webb	Gerald W. Gaston
Charles C. Swoope, Jr.	David A. Dutton
Donald R. Swatman	Buckner S. Burch
Richard L. Christiansen	Manuel E. Marks
Wellesley H. Wright	Gresham T. Farrar, Jr.

To be sanitary engineer directors

Daniel W. Evans	Paul C. Henderson
Charles D. Spangler	Harry Stierli
Archie B. Freeman	Kenneth C. Lauster
John H. Burgess	Joseph A. Boyer
Arthur H. Johnson	Ross W. Buck

To be senior sanitary engineer

William B. Schreeder

To be sanitary engineers

John L. S. Hickey	Malen D. Bogue
Donald J. Nelson, Jr.	Lawrence C. Gray
Herbert H. Rogers	Melvin W. Carter
Edwin M. Lamphere	Ralph I. Larsen

To be senior assistant sanitary engineers

Donald J. Baumgartner	Eugene J. Donovan, Jr.
Harry J. Ettinger	Albert H. Story
Andre F. LeRoy	Norman J. Petersen
Edwin L. Johnson	Charles F. Walters
	Jack L. Witherow

To be assistant sanitary engineers

Harold C. Ervine	Robert Frank Grossman
Howard P. Zweig	John A. Little

To be pharmacist directors

Francis R. Ellis	Carmen A. Carrato
Roberts L. Proper	Ernest J. Simnacher
Arnold H. Dodge	

To be senior pharmacists

William M. Hanna
Abraham Wolfthal

To be senior assistant pharmacists

Bernard Shleien	Philip R. Hugill
Samuel Merrill	Robert P. Chandler
Jacob H. Hendershot	

To be assistant pharmacists

Ray D. Crossley II
Harley A. Mills
Jerome A. Halperin

To be scientist directors

Melvin E. Griffith	Olaf Mickelsen
Lloyd W. Law	George W. Lones
Everette L. May	F. Earle Lyman

To be senior scientists

John E. Porter
Colvin L. Gibson

To be scientists

Frank P. Brancato	Maxwell J. Wilcomb, Jr.
Harold V. Jordan, Jr.	Thomas E. Anderson
William B. Dewitt	
Joseph M. Butler, Jr.	

To be senior assistant scientists

John C. Freeley III
Sheldon D. Murphy

To be senior sanitarian

Leroy S. Houser

To be sanitarian

James V. Smith

To be veterinary officer director

Robert D. Courter

To be senior veterinary officers

John F. Winn	Herbert G. Stoenner
Arthur H. Wolff	Samuel Abramson
John H. Scruggs	

To be veterinary officer

Joe W. Atkinson

To be nurse directors

Lydia M. Zetzsche	Lois E. Gordner
L. Dorothy Carrol	Rosalie G. Abrahams

Madeline Pershing
Daphne D. Doster
Edna A. Clark

Mary O. Jenney
Harriett G. Dcxheimer

To be senior nurse officers

Maud J. Larssen	Dorothy E. Beese
Jeanette E. Westlake	Marie F. Hanzel
Mary E. O'Connor	Doris E. Roberts
Margaret E. Benson	

To be nurse officers

Marie M. Lech	Josephine I. O'Callaghan
Violet C. Ryb	Helen Troxell

To be assistant nurse officer

Elizabeth L. Cooper

To be dietitian directors

Clare B. Baldauf
Myrtle M. Vincent

To be senior dietitians

Edith A. Jones
Frances M. Croker

To be dietitian

Letitia W. Warnock

To be senior therapist

Elizabeth M. Finke

To be therapist

John F. Burke

To be health services directors

Ralph L. Perkins, Jr.	Neil McKeever
Evelyn Rahm	Mary Jo Kraft

To be health services officer

Gloria M. Russo

To be senior assistant health service officer

Richard E. Gallagher

WITHDRAWAL

Executive nomination withdrawn from the Senate June 29, 1961:

GOVERNMENT OF THE DISTRICT OF COLUMBIA

Frank D. Reeves, of the District of Columbia, to be a Commissioner of the District of Columbia for a term of 3 years, and until his successor is appointed and qualified, which was sent to the Senate on June 26, 1961.

House of Representatives

THURSDAY, JUNE 29, 1961

The House met at 12 o'clock noon.

Dr. Sidney Steiman, rabbi, Temple Beth Hillel, Mattapan, Mass., President, Northeastern Region, Rabbinical Assembly of America, offered the following prayer:

Almighty God, humbly we stand before Thee in prayer.

We confirm Thy sovereignty, we reaffirm our belief that Thou art the Father of men, the Ruler of lands. We thank Thee for granting us the faculty of appreciating representative government.

As Congress assembles in this hallowed and historic edifice, inspire them to devote themselves unselfishly to the welfare of this country. Grant them a wise and discerning heart, to take counsel together wisely and courageously. Incline them with wisdom, courage, and strength to deliberate calmly and intelligently, remaining steadfast to the ideals of democracy.

Shower Thy blessings upon all America, the President, and all who exercise just and rightful authority.

We pray for all the peoples of the world. May justice be victorious; may peace and happiness prevail. Amen.

THE JOURNAL

The Journal of the proceedings of yesterday was read and approved.

MESSAGE FROM THE SENATE

A message from the Senate by Mr. McGown, one of its clerks, announced that the Senate had passed without amendment a bill of the House of the following title:

H.R. 7677. An act to increase for a 1-year period the public debt limit set forth in section 21 of the Second Liberty Bond Act.

The message also announced that the Senate had passed with an amendment, in which the concurrence of the House is requested, a bill of the House of the following title:

H.R. 6874. An act to authorize appropriations to the National Aeronautics and Space Administration for salaries and expenses, research and development, construction of facilities, and for other purposes.

The message also announced that the Senate insists upon its amendment to the foregoing bill, requests a conference with the House on the disagreeing votes of the two Houses thereon, and appoints Mr. KERR, Mr. RUSSELL, Mr. MAGNUSON, Mr. ANDERSON, Mr. SYMINGTON, Mr. BRIDGES, Mr. WILEY, and Mrs. SMITH of Maine to be the conferees on the part of the Senate.

The message also announced that the Senate had passed, with amendments in

which the concurrence of the House is requested, a bill of the House of the following title:

H.R. 4591. An act to continue until the close of June 30, 1962, the suspension of duties on metal scrap, and for other purposes.

The message also announced that the Senate had passed a bill of the following title, in which the concurrence of the House is requested:

S. 2154. An act to amend Public Law 85-626, as amended by Public Law 86-542, relating to dual rate contract agreements.

CONTINUING APPROPRIATIONS, 1962

Mr. MAHON, from the Committee on Appropriations, reported the joint resolution (H.J. Res. 465) making continuing appropriations for the fiscal year 1962, and for other purposes (Rept. No. 612), which was read a first and second time, and with the accompanying papers, referred to the Committee of the Whole House on the State of the Union and ordered to be printed.

Mr. MAHON. Mr. Speaker, under special order of the House of June 21, I call up the joint resolution (H.J. Res. 465) making continuing appropriations for the fiscal year 1962, and for other purposes, and ask unanimous consent that it be considered in the House as in Committee of the Whole.

The Clerk read the title of the joint resolution.

The SPEAKER. Is there objection to the request of the gentleman from Texas [Mr. MAHON]?

Mr. TABER. Mr. Speaker, reserving the right to object, this is the usual form of continuing resolution which we have had over a number of years; is that right?

Mr. MAHON. Mr. Speaker, I would say to the gentleman from New York and to the House that this is the usual stereotyped resolution similar to what we have passed for a number of years on the eve of the new fiscal year, in order to carry on functions of the Government at minimum levels until final action has been taken by Congress on the appropriation bills. Only three appropriation bills have been finally approved by the President. None of the regular 1962 bills are completely processed. So this is a necessary interim measure for the months of July and August, or until such time as the applicable bills are finally approved.

Mr. TABER. It does not allow for any new project or any new activity which has not heretofore been provided for, and does not provide for any new ones at all?

Mr. MAHON. The gentleman from New York has put it precisely and correctly. I might add that the House has adopted 12 appropriation bills to date, including the defense bill just passed yesterday. Of this total, three are supplementals and nine are regular 1962 bills.

The House has made a reduction of \$1,299,213,125 below the budget estimates of appropriations on these 12 bills. Of course, this does not take into account the billions of dollars of back-door bills passed or pending in this session of Congress. We do not have an authoritative tabulation of the amounts involved in these as compared to the requests.

The Senate has passed seven appropriation bills to date and has five under committee consideration. It has increased the seven bills which it has passed by a total of \$3,982,232,401 over the amounts approved by the House. However, nearly \$3 billion of this increase is due to budget estimates which were not considered by the House in connection with the third supplemental, 1961. Reductions made by the Senate below the budget estimates considered by that body total \$893,738,607 for these seven bills.

Congressional action has been completed on three bills thus far—the third and fourth supplementals for 1961 and the special inter-American aid bill.

The resolution does not appropriate beyond the provisions of the regular bills; all expenditures made under the resolution are chargeable to funds finally appropriated in the regular bills.

The real keyword in the resolution is "continue"—to merely continue activities and functions on an interim basis.

The SPEAKER. Is there objection to the request of the gentleman from Texas?

There was no objection.

The Clerk read the joint resolution, as follows:

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated out of any money in the Treasury not otherwise appropriated, and out of applicable corporate or other revenues, receipts, and funds, for the several departments, agencies, corporations, and other organizational units of the Government, namely:

SEC. 101. (a) (1) Such amounts as may be necessary for continuing projects or activities (not otherwise specifically provided for in this joint resolution) which were conducted in the fiscal year 1961 and for which appropriations, funds, or other authority would be available in the following appropriation acts for the fiscal year 1962:

Legislative Branch Appropriation Act;
General Government Matters, Department of Commerce, and Related Agencies Appropriation Act;

Independent Offices Appropriation Act;
 Department of Agriculture and Related
 Agencies Appropriation Act;
 Department of Defense Appropriation
 Act;
 Departments of Labor, and Health, Edu-
 cation, and Welfare Appropriation Act;
 Department of the Interior and Related
 Agencies Appropriation Act;
 Departments of State and Justice, the
 Judiciary, and Related Agencies Appropria-
 tion Act; and the

Treasury-Post Office Appropriation Act.

(2) Appropriations made by this subsec-
 tion shall be available to the extent and in
 the manner which would be provided for by
 the pertinent appropriation Act.

(3) Whenever the amount which would be
 made available or the authority which would
 be granted under the Act listed in this sub-
 section as passed by the House is different
 from that which would be made available
 or granted under such Act as passed by the
 Senate, the pertinent project or activity
 shall be continued under the lesser amount
 or the more restrictive authority.

(4) Whenever an Act listed in this sub-
 section has been passed by only one House
 or where an item is included in only one
 version of an Act as passed by both Houses,
 the pertinent project or activity shall be
 continued under the appropriation, fund, or
 authority granted by the one House, but at
 a rate for operations not exceeding the cur-
 rent rate or the rate permitted by the action
 of the one House, whichever is lower: *Pro-
 vided*, That no provision which is included
 in any appropriation Act enumerated in this
 subsection but which was not included in
 the applicable appropriation Act for the fis-
 cal year 1961, and which by its terms is
 applicable to more than one appropriation,
 fund, or authority, shall be applicable to
 any appropriation, fund, or authority pro-
 vided in this joint resolution unless such
 provision shall have been included in iden-
 tical form in such bill as enacted by both
 the House and the Senate.

(b) Such amounts as may be necessary for
 continuing projects or activities which were
 conducted in the fiscal year 1961 and listed
 in this subsection (1) at a rate for opera-
 tions not in excess of the current rate or
 the rate provided for in the budget estimate,
 whichever is lower, or (2) in the amount or
 at the rate specified herein:

Atomic Energy Commission;
 Department of Defense—Military Con-
 struction;
 Civil Functions—Department of the Army;
 Department of the Interior activities:
 Bureau of Reclamation;
 Bonneville Power Administration;
 Southeastern Power Administration;
 Southwestern Power Administration;
 Tennessee Valley Authority;
 Export-Import Bank;
 United States Study Commission—South-
 east River Basins;
 United States Study Commission—Texas;
 District of Columbia;
 Administration, Ryukyu Islands;
 Area Redevelopment Programs, adminis-
 trative expenses, \$400,000;

Mutual Security Programs, \$485,000,000, to
 be expended in accordance with provisions of
 law applicable to such programs during the
 fiscal year 1961 and at a rate for any indi-
 vidual program not in excess of the current
 rate therefor: *Provided*, That not to exceed
 \$1,400,000 of the appropriation for "Special
 Assistance, special authorizations", granted
 in the Mutual Security and Related Agen-
 cies Appropriation Act, 1961, shall remain
 available in accordance with section 102 of
 this joint resolution; and

Payment to the Federal extended compen-
 sation account, \$45,000,000.

(c) Such amounts as may be necessary
 for continuing projects or activities which
 are disbursed by the Secretary of the Senate,
 and the Senate items under the Architect
 of the Capitol, to the extent and in the
 manner which would be provided for in the
 budget estimates for the fiscal year 1962.

Sec. 102. Appropriations and funds made
 available and authority granted pursuant to
 this joint resolution shall remain available
 until (a) enactment into law of an appropria-
 tion for any project or activity provided
 for in this joint resolution, or (b) enact-
 ment of the applicable appropriation Act by
 both Houses without any provision for such
 project or activity, or (c) August 31, 1961,
 whichever first occurs.

Sec. 103. Appropriations and funds made
 available and authority granted pursuant to
 this joint resolution may be used without
 regard to the time limitations set forth in
 subsection (d) (2) of section 3679 of the Re-
 vised Statutes, as amended, and expendi-
 tures therefrom shall be charged to the ap-
 plicable appropriation, fund, or authoriza-
 tion whenever a bill in which such appli-
 cable appropriation, fund, or authorization
 is contained is enacted into law.

Sec. 104. No appropriation or fund made
 available or authority granted pursuant to
 this joint resolution shall be used to ini-
 tiate or resume any project or activity which
 was not being conducted during the fiscal
 year 1961. Appropriations made and au-
 thority granted pursuant to this joint res-
 olution shall cover all obligations or ex-
 penditures incurred for any project or
 activity during the period for which funds
 or authority for such project or activity are
 available under this joint resolution.

The joint resolution was ordered to be
 engrossed and read a third time, was
 read the third time, and passed.

A motion to reconsider was laid on
 the table.

(Mr. MAHON asked and was given
 permission to extend his remarks at this
 point in the RECORD.)

[Mr. MAHON'S remarks will appear
 hereafter in the Appendix.]

SOCIAL SECURITY AMENDMENTS OF 1961

Mr. MILLS. Mr. Speaker, I call up
 the conference report on the bill (H.R.
 6027) to improve benefits under the old-
 age, survivors, and disability insurance
 program by increasing the minimum
 benefits and aged widow's benefits and
 by making additional persons eligible for
 benefits under the program, and for
 other purposes, and ask unanimous con-
 sent that the statement of the managers
 on the part of the House be read in lieu
 of the report.

The Clerk read the title of the bill.

The SPEAKER. Is there objection to
 the request of the gentleman from
 Arkansas?

There was no objection.

The Clerk read the statement.

(For conference report and statement,
 see proceedings of the House of June 28,
 1961.)

Mr. MILLS. Mr. Speaker, I yield my-
 self 5 minutes.

Mr. Speaker, as Members will recall,
 as passed by the House, H.R. 6027, the
 Social Security Amendments of 1961,
 provided for improved benefits under the

old-age, survivors, and disability insur-
 ance program by increasing the mini-
 mum benefit and aged widows' benefits,
 by making additional persons eligible
 for benefits under the program, and by
 making further improvements in the
 program. The other body retained all
 of the substantive provisions of the
 House bill and in addition, added 26
 amendments, of which about eight were
 "substantive" and the remainder were
 technical or conforming.

Amendments Nos. 1, 2, 3, 4, 5, 6, and
 7 of the other body are technical amend-
 ments, and the House conferees receded.

Senate amendment No. 8 amends sec-
 tion 218(d) (6) (F) of the Social Secu-
 rity Act, which was enacted in 1958 to
 grant an additional opportunity to ob-
 tain coverage under the old-age, sur-
 vivors, and disability insurance program
 to State and local employees who did not
 elect coverage under an original divided
 retirement system agreement. Existing
 law allows employees who did not elect
 coverage to change their decisions and
 elect coverage if a modification provid-
 ing for such coverage is mailed, or oth-
 erwise delivered, to the Secretary of
 Health, Education, and Welfare, before
 1960 or—if later—one year after the date
 on which coverage was approved for the
 group which originally elected coverage.
 The amendment of the other body ex-
 tends the time in which such persons
 may elect to be covered through Decem-
 ber 31, 1962, or—if later—the expiration
 of 2 years after the date on which cover-
 age was approved for the group which
 originally elected coverage. The amend-
 ment also adds a sentence at the end of
 section 218(d) (6) (F) of the Social Secu-
 rity Act to make it clear that the cover-
 age of the persons described above must
 begin on the same date that coverage be-
 came effective for the group which origi-
 nally elected coverage. Members of the
 House had bills pending on this subject.
 Your conferees agreed to this amend-
 ment.

Senate amendment No. 9 amends sec-
 tion 218(d) (6) (C) of the Social Security
 Act to add New Mexico to the list of 16
 States which are permitted to divide
 their retirement systems into two parts
 for coverage purposes, one part consist-
 ing of those members desiring coverage
 and the other consisting of those who do
 not, with all new members being covered
 on a compulsory basis. Our colleagues
 from New Mexico were interested in this.
 It has been customary for the Congress
 to add States to this list, upon request
 of the State. The House conferees
 agreed to this amendment.

Senate amendment No. 10 liberalizes
 somewhat section 203(f) (3) of the So-
 cial Security Act, which is the earnings
 limitation, more commonly called the
 "retirement test," or "work clause." Un-
 der existing law, an individual can, gen-
 erally, earn up to \$1,200 per year with-
 out loss of any benefits; for earnings
 from \$1,200 to \$1,500, \$1 of benefits is
 lost for each \$2 of earnings; and above
 \$1,500, the reduction is on a dollar-for-
 dollar basis. The Senate amendment

increases, in practical effect, the \$1,500 to \$1,700. Thus, the effect of this amendment is to increase from \$300 to \$500 the area in which only one-half of the earnings are treated as excess earnings. Under existing law, for example, an individual whose taxable year consists of 12 months and who has earnings of \$1,700 is treated as having excess earnings of \$350—one-half of \$300, plus \$200. Under this amendment, he is treated as having excess earnings of \$250—half of \$500. The amendment is effective for taxable years ending after the date of enactment of the bill. Your conferees agreed to this amendment.

Under existing law, an increase in the rate of the tax under the Self-Employment Contributions Act of 1954 is scheduled for taxable years beginning after December 31, 1968. Senate amendments Nos. 15 and 17 provide that this increase in the rate of tax, as applied to the self-employed, and as modified by the House bill and by Senate amendment No. 18, is to apply to taxable years beginning after December 31, 1967. Senate amendments Nos. 19, 20, 21, and 22 provide that the increase in the rate of tax for employers and employees which under existing law is scheduled to take effect for calendar year 1969 and subsequent calendar years, as modified by the House bill, is to apply to the calendar year 1968 and subsequent calendar years.

In short, Mr. Speaker, the last scheduled rate stepup is moved forward 1 year. The House conferees receded.

It was explained to the House conferees by the Senate conferees that the changes made by amendments Nos. 15, 17, 19, 20, 21 and 22 were made because of the cost incurred by the liberalization of the retirement test provided by Senate amendment No. 10.

Your House conferees did not agree to the amendment of the other body—No. 11—which would have been added to the medical care bill which was passed last year. The Senate receded on this amendment.

The House conferees receded on Senate amendment No. 12, a clerical amendment.

Under the House bill, section 1401 of the Internal Revenue Code of 1954 was amended to increase the rates of tax under the Self-Employment Contributions Act of 1954 by increasing each rate provided by existing law for the self-employment tax by three-sixteenths of 1 percent. Senate amendments Nos. 13, 14, 16, and 18 round these rates to the nearest one-tenth of 1 percent. The House conferees receded, since this will make it easier to compute the tax.

Amendment No. 23 of the other body adds a new section 202 to the bill, which amends section 1402(e) of the Internal Revenue Code of 1954 by adding at the end thereof a new paragraph (6). Under the new paragraph in any case where a minister or Christian Science practitioner dies after September 12,

1960, and before April 16, 1962, his survivor or the fiduciary of his estate may file a certificate, on or before April 15, 1962, electing to have the services of the minister or Christian Science practitioner covered under title II of the Social Security Act. Such a certificate would be effective for the period prescribed in existing law as if filed by the minister or Christian Science practitioner on the date of his death. Your conferees receded on this amendment.

Since the Senate amendment which moves forward the last scheduled rate increase by 1 year provides funds for the liberalization of the retirement test, we bring back the bill to you insofar as the OASDI feature is concerned in the same actuarial balance that the bill was in when it left the House.

There were some other amendments Mr. Speaker, agreed to in the conference that did not relate to OASDI. One of them has to do with this question of the relief or the satisfying of the relief needs of American citizens who return to the United States from an area that has taken the property of these American citizens. It was a matter submitted to the Congress, and initially referred in the House to the Committee on Foreign Affairs, as I recall. I consulted with the chairman of that committee. He said he had no objection himself to the conference committee accepting this amendment, if the conference committee decided to do so. The amendment is only with respect to one fiscal year, from July 1, 1961 to June 30, 1962. It will permit us to do for American citizens the same thing we are now permitted to do under existing law with respect to Cuban refugees who come to the United States and who are penniless and in need. I will explain the amendment in more detail.

The Senate amendment would have added a new section 1113 to title XI of the Social Security Act authorizing, on a permanent basis, a new program of assistance for U.S. nationals returned from foreign countries.

Under the conference agreement, the Secretary of Health, Education, and Welfare is authorized to provide temporary assistance to citizens of the United States and to dependents of citizens of the United States, if first, they are identified by the Department of State as having returned, or been brought, from a foreign country to the United States because of the destitution of the citizen of the United States or the illness of such citizen or any of his dependents or because of war, threat of war, invasion, or similar crisis, and second, they are without available resources. Except in such cases or classes of cases as are set forth in regulations of the Secretary of Health, Education, and Welfare, provision is to be made for reimbursement to the United States by the recipients of the temporary assistance under the new section 1113 to cover the cost of such assistance. In connection with this requirement of reimbursement, it is con-

templated that the regulations will include provisions for the assignment of claims in appropriate cases. The Secretary may provide this assistance directly or through utilization of the services and facilities of appropriate public or private agencies and organizations. The new provision also authorizes the Secretary of Health, Education, and Welfare to develop plans and make arrangements for provision of temporary assistance within the United States to individuals eligible for such assistance. For purposes of the new provision, the term "temporary assistance" is defined as meaning money payments, medical care, temporary billeting, transportation, and other goods and services necessary for the health or welfare of individuals—including guidance, counseling, and other welfare services—furnished to them within the United States on their arrival in the United States and for such period after their arrival as may be provided in regulations. The program under this amendment is limited in time. No assistance may be provided under this new section 1113 after June 30, 1962.

Mr. Speaker, the second amendment we accepted, dealing with old age assistance, increases from \$30 to \$31 in the first step benefits paid to people under that program at an 80 percent Federal rate and increases the ceiling from \$65 for Federal participation in the payment of these benefits to \$66.

It will be recalled that when Social Security amendments were on the floor of the House in another session of the Congress and we were dealing with this matter of public assistance, that we passed through the House a bill that did increase the ceiling for Federal participation to \$66. That was changed to \$65 by the Senate, and at that time the conference committee accepted the Senate amendment leveling it to \$65.

This amendment does increase the \$65 to \$66. It will be in effect from October 1, 1961, to June 30, 1962, under the amendment and will cost out of the Federal Treasury an additional \$15 million. It should be recognized in that connection, however, Mr. Speaker, that the amendments that are being enacted with respect to the old-age and survivors insurance program reduce the cost of public assistance under the budget figure by \$20 million, that we are not adding \$15 million to the budget by the acceptance of this amendment. We are, however, reducing the savings that were in the bill under the budget figure from \$20 million to \$5 million.

Mr. Speaker, the conference report is signed by all of the managers on the part of the House, and I feel that the House should accept the conference report.

Mr. Speaker, I would like to insert a table, prepared by the Department of Health, Education, and Welfare, showing a State-by-State projection of the public assistance amendment distribution:

CONTINUING APPROPRIATIONS, 1962

JUNE 29, 1961.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. MAHON, from the Committee on Appropriations, submitted the following

REPORT

[To accompany H.J. Res. 465]

The Committee on Appropriations to which was referred House Joint Resolution No. 465, making continuing appropriations for the fiscal year 1962, and for other purposes, reports the same to the House without amendment and with the recommendation that the joint resolution be passed.

This joint resolution makes provision for continuing in operation those functions of the Government for which annual appropriation bills will not have been signed into law prior to July 1. This is the customary type of resolution making interim provision for necessary services of Government and operates for the same outside time period as last year's resolution—2 months.

The committee was informally importuned to deviate from the stereotyped pattern so as to permit acceleration of certain programs above the current level in advance of final action by the Congress on the items in the regular bills. But it has not done so.

As the resolution itself specifies, and has done for several years, the emphasis is on the *continuation* of existing projects and activities at an amount specified in the resolution or at the lower of one of three rates: i.e. (1) the current fiscal year; (2) the budget request, where no action has been taken by either House; or (3) the more restrictive amount adopted by either of the two Houses.



87TH CONGRESS
1ST SESSION

H. J. RES. 465

[Report No. 612]

IN THE HOUSE OF REPRESENTATIVES

JUNE 29, 1961

Mr. MAHON introduced the following joint resolution; which was referred to
the Committee on Appropriations

JUNE 29, 1961

Reported without amendment; considered and passed

JOINT RESOLUTION

Making continuing appropriations for the fiscal year 1962,
and for other purposes.

1 *Resolved by the Senate and House of Representatives*
2 *of the United States of America in Congress assembled,*
3 That the following sums are appropriated out of any money
4 in the Treasury not otherwise appropriated, and out of ap-
5 plicable corporate or other revenues, receipts, and funds, for
6 the several departments, agencies, corporations, and other or-
7 ganizational units of the Government, namely:

8 SEC. 101. (a) (1) Such amounts as may be necessary
9 for continuing projects or activities (not otherwise specifi-

1 cally provided for in this joint resolution) which were con-
2 ducted in the fiscal year 1961 and for which appropriations,
3 funds, or other authority would be available in the follow-
4 ing appropriation acts for the fiscal year 1962:

5 Legislative Branch Appropriation Act;

6 General Government Matters, Department of Com-
7 merce, and Related Agencies Appropriation Act;

8 Independent Offices Appropriation Act;

9 Department of Agriculture and Related Agencies
10 Appropriation Act;

11 Department of Defense Appropriation Act;

12 Departments of Labor, and Health, Education, and
13 Welfare Appropriation Act;

14 Department of the Interior and Related Agencies
15 Appropriation Act;

16 Departments of State and Justice, the Judiciary,
17 and Related Agencies Appropriation Act; and the

18 Treasury-Post Office Appropriation Act.

19 (2) Appropriations made by this subsection shall be
20 available to the extent and in the manner which would be
21 provided for by the pertinent appropriation Act.

22 (3) Whenever the amount which would be made avail-
23 able or the authority which would be granted under an Act
24 listed in this subsection as passed by the House is different

1 from that which would be made available or granted under
2 such Act as passed by the Senate, the pertinent project or
3 activity shall be continued under the lesser amount or the
4 more restrictive authority.

5 (4) Whenever an Act listed in this subsection has been
6 passed by only one House or where an item is included in
7 only one version of an Act as passed by both Houses, the
8 pertinent project or activity shall be continued under the
9 appropriation, fund, or authority granted by the one House,
10 but at a rate for operations not exceeding the current rate
11 or the rate permitted by the action of the one House, which-
12 ever is lower: *Provided*, That no provision which is included
13 in any appropriation Act enumerated in this subsection but
14 which was not included in the applicable appropriation Act
15 for the fiscal year 1961, and which by its terms is applicable
16 to more than one appropriation, fund, or authority, shall be
17 applicable to any appropriation, fund, or authority provided
18 in this joint resolution unless such provision shall have been
19 included in identical form in such bill as enacted by both the
20 House and the Senate.

21 (b) Such amounts as may be necessary for continuing
22 projects or activities which were conducted in the fiscal year
23 1961 and listed in this subsection (1) at a rate for opera-

1 tions not in excess of the current rate or the rate provided for
2 in the budget estimate, whichever is lower, or (2) in the
3 amount or at the rate specified herein:

4 Atomic Energy Commission;

5 Department of Defense—Military Construction;

6 Civil Functions—Department of the Army;

7 Department of the Interior activities:

8 Bureau of Reclamation;

9 Bonneville Power Administration;

10 Southeastern Power Administration;

11 Southwestern Power Administration;

12 Tennessee Valley Authority;

13 Export-Import Bank;

14 United States Study Commission—Southeast River
15 Basins;

16 United States Study Commission—Texas;

17 District of Columbia;

18 Administration, Ryukyu Islands;

19 Area Redevelopment Programs, administrative ex-
20 penses, \$400,000;

21 Mutual Security Programs, \$485,000,000, to be
22 expended in accordance with provisions of law appli-
23 cable to such programs during the fiscal year 1961 and
24 at a rate for any individual program not in excess of

the current rate therefor: *Provided*, That not to exceed \$1,400,000 of the appropriation for "Special Assistance, special authorizations", granted in the Mutual Security and Related Agencies Appropriation Act, 1961, shall remain available in accordance with section 102 of this joint resolution; and

Payment to the Federal extended compensation account, \$45,000,000.

(c) Such amounts as may be necessary for continuing projects or activities which are disbursed by the Secretary of the Senate, and the Senate items under the Architect of the Capitol, to the extent and in the manner which would be provided for in the budget estimates for the fiscal year 1962.

SEC. 102. Appropriations and funds made available and authority granted pursuant to this joint resolution shall remain available until (a) enactment into law of an appropriation for any project or activity provided for in this joint resolution, or (b) enactment of the applicable appropriation Act by both Houses without any provision for such project or activity, or (c) August 31, 1961, whichever first occurs.

SEC. 103. Appropriations and funds made available and authority granted pursuant to this joint resolution may be used without regard to the time limitations set forth in subsection (d) (2) of section 3679 of the Revised Statutes, as amended, and expenditures therefrom shall be charged to

1 the applicable appropriation, fund, or authorization whenever
2 a bill in which such applicable appropriation, fund, or author-
3 ization is contained is enacted into law.

4 SEC. 104. No appropriation or fund made available or
5 authority granted pursuant to this joint resolution shall be
6 used to initiate or resume any project or activity which was
7 not being conducted during the fiscal year 1961. Appropria-
8 tions made and authority granted pursuant to this joint reso-
9 lution shall cover all obligations or expenditures incurred for
10 any project or activity during the period for which funds or
11 authority for such project or activity are available under this
12 joint resolution.

87TH CONGRESS
1ST SESSION

H. J. RES. 465

[Report No. 612]

JOINT RESOLUTION

Making continuing appropriations for the fiscal
year 1962, and for other purposes.

By Mr. MAHON

JUNE 29, 1961

Referred to the Committee on Appropriations

JUNE 29, 1961

Reported without amendment; considered and passed



Public Law 87-65
87th Congress, H. J. Res. 465
June 30, 1961

Joint Resolution

Making continuing appropriations for the fiscal year 1962, and for other purposes.

Resolved by the Senate and House of Representatives of the United States of America in Congress assembled, That the following sums are appropriated out of any money in the Treasury not otherwise appropriated, and out of applicable corporate or other revenues, receipts, and funds, for the several departments, agencies, corporations, and other organizational units of the Government, namely:

Continuing
appropriations,
1962.

SEC. 101. (a) (1) Such amounts as may be necessary for continuing projects or activities (not otherwise specifically provided for in this joint resolution) which were conducted in the fiscal year 1961 and for which appropriations, funds, or other authority would be available in the following appropriation acts for the fiscal year 1962:

Legislative Branch Appropriation Act;

General Government Matters, Department of Commerce, and Related Agencies Appropriation Act;

Independent Offices Appropriation Act;

Department of Agriculture and Related Agencies Appropriation Act;

Department of Defense Appropriation Act;

Departments of Labor, and Health, Education, and Welfare Appropriation Act;

Department of the Interior and Related Agencies Appropriation Act;

Departments of State and Justice, the Judiciary, and Related Agencies Appropriation Act; and the

Treasury-Post Office Appropriation Act.

(2) Appropriations made by this subsection shall be available to the extent and in the manner which would be provided for by the pertinent appropriation Act.

(3) Whenever the amount which would be made available or the authority which would be granted under an Act listed in this subsection as passed by the House is different from that which would be made available or granted under such Act as passed by the Senate, the pertinent project or activity shall be continued under the lesser amount or the more restrictive authority.

(4) Whenever an Act listed in this subsection has been passed by only one House or where an item is included in only one version of an Act as passed by both Houses, the pertinent project or activity shall be continued under the appropriation, fund, or authority granted by the one House, but at a rate for operations not exceeding the current rate or the rate permitted by the action of the one House, whichever is lower: *Provided*, That no provision which is included in any appropriation Act enumerated in this subsection but which was not included in the applicable appropriation Act for the fiscal year 1961, and which by its terms is applicable to more than one appropriation, fund, or authority, shall be applicable to any appropriation, fund, or authority provided in this joint resolution unless such provision shall have been included in identical form in such bill as enacted by both the House and the Senate.

(b) Such amounts as may be necessary for continuing projects or activities which were conducted in the fiscal year 1961 and listed in this subsection (1) at a rate for operations not in excess of the current rate or the rate provided for in the budget estimate, whichever is lower, or (2) in the amount or at the rate specified herein:

75 STAT. 144.

75 STAT. 145.

Atomic Energy Commission;

Department of Defense—Military Construction;

Civil Functions—Department of the Army;

Department of the Interior activities:
Bureau of Reclamation;
Bonneville Power Administration;
Southeastern Power Administration;
Southwestern Power Administration;
Tennessee Valley Authority;
Export-Import Bank;
United States Study Commission—Southeast River Basins;
United States Study Commission—Texas;
District of Columbia;
Administration, Ryukyu Islands;
Area Redevelopment Programs, administrative expenses,
\$400,000;
Mutual Security Programs, \$485,000,000, to be expended in
accordance with provisions of law applicable to such programs
during the fiscal year 1961 and at a rate for any individual pro-
gram not in excess of the current rate therefor: *Provided*, That
not to exceed \$1,400,000 of the appropriation for "Special Assist-
ance, special authorizations", granted in the Mutual Security and
Related Agencies Appropriation Act, 1961, shall remain available
in accordance with section 102 of this joint resolution; and
Payment to the Federal extended compensation account,
\$45,000,000.

(c) Such amounts as may be necessary for continuing projects or
activities which are disbursed by the Secretary of the Senate, and the
Senate items under the Architect of the Capitol, to the extent and in
the manner which would be provided for in the budget estimates for
the fiscal year 1962.

SEC. 102. Appropriations and funds made available and authority
granted pursuant to this joint resolution shall remain available until
(a) enactment into law of an appropriation for any project or activity
provided for in this joint resolution, or (b) enactment of the applicable
appropriation Act by both Houses without any provision for such
project or activity, or (c) August 31, 1961, whichever first occurs.

31 USC 665.

SEC. 103. Appropriations and funds made available and authority
granted pursuant to this joint resolution may be used without regard
to the time limitations set forth in subsection (d) (2) of section 3679
of the Revised Statutes, as amended, and expenditures therefrom shall
be charged to the applicable appropriation, fund, or authorization
whenever a bill in which such applicable appropriation, fund, or au-
thorization is contained is enacted into law.

SEC. 104. No appropriation or fund made available or authority
granted pursuant to this joint resolution shall be used to initiate or
resume any project or activity which was not being conducted during
the fiscal year 1961. Appropriations made and authority granted
pursuant to this joint resolution shall cover all obligations or expendi-
tures incurred for any project or activity during the period for which
funds or authority for such project or activity are available under this
joint resolution.

Approved June 30, 1961.